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ABSTRACT

This report, part of a series on the state of recurrent education in the Organization for Economic Cooperation and Development (OECD) member countries, focuses on recurrent education in West Germany. The West German thrust for continuing adult education has come from business, industry, and the 1969 Labor Promotion Act which publicly funds vocational training or retraining for adults wanting to enter or reenter the labor market. Section 1 examines elements of recurrent education in the present West German educational system including leave of absence for educational purposes, legal provisions, tariff agreements, administrative regulations, provisions of public funds, the Labor Promotion Act, and regional laws on adult education. Section 2 focuses on future plans for the reconstruction of the educational system to include recurrent education plans and discusses leaves of absence, public funding, reappraisal of the Labor Promotion Act, and possible bills in the provincial legislatures. Section 3 assesses the overall future of recurrent education in West Germany. (DE)

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RECURRENT EDUCATION

POLICY AND DEVELOPMENT IN OECD COUNTRIES

RECURRENT EDUCATION IN THE FEDERAL REPUBLIC OF GERMANY

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CO-OPERATION AND DEVELOPMENT

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RECURRENT EDUCATION

POLICY AND DEVELOPMENT IN OECD COUNTRIES

RECURRENT EDUCATION IN THE FEDERAL REPUBLIC OF GERMANY

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PREFACE

This report is one of a series of six CERI documents on the state of recurrent education in OECD Member countries. Recurrent education, on which CERI has been carrying out preparatory work in the last few years, is rapidly becoming one of the most debated, but also one of the least clearly-defined, new concepts about the planning and organisation of education in modern society.

It has therefore been considered essential to endeavour to attach a precise meaning to what originated as an unstructured new concept and to spell out its structural and policy implications. As part of the project on recurrent education, for which Denis Kallen and Jarl Bengtsson carry the responsibility on the CERI staff side, CERI will in the near future publish a "Clarifying Report" that attempts to point out the essential characteristics of such a system and how it relates to the present sectors of post-compulsory and adult education.

The present document represents an attempt to provide a critical review and analysis of the discussion on recurrent education in the Federal Republic of Germany. The views expressed in the report are entirely those of the authors and should not be taken as in any way reflecting those of the Secretariat or of the national authorities concerned. It is hoped that the text, in being made available to a wide audience, will contribute to the ongoing discussion on the broader issues of policies for recurrent education as these arise in most OECD countries.

In Germany, as elsewhere, numerous new programmes for adult education have been created, administered by equally numerous public and, more often, private bodies. The thrust for the present boom in adult education courses in Germany has come to a great extent from a rapidly growing demand on behalf of firms and employees, but a strong impulse has also been given by new arrangements for the financing of adult education out of public funds. By far the most important of these is the 1969 Labour Promotion Act which settles the financing of vocational training or retraining for adults who want to improve or to change their professional qualifications or to obtain the vocational training needed to enter or re-enter the labour market. The financial means that have been mobilised under the Act are truly impressive and are still on the increase. A main feature of the adult education sector as a whole, on which the authors are highly critical, is the separation between general and vocational courses that has been maintained. The authors argue that in this way, one of the main alleged aims of the extension of facilities for further education for adults, i.e. the durable improvement of their education and thus of their career perspectives, which is an essential ingredient of a recurrent education policy, is not attained.

On the side of the formal education system, the recently elaborated plans for a further system contain many elements that fit into a recurrent education policy. The report argues, however, that in several matters, such as the integration of vocational and non-vocational further education and in the role and resources attributed to the Volkshochschulen, the proposals contained in the plan still fall short of socially desirable requirements and the resources and organisational arrangements that are foreseen in the plan for the adult education sector are insufficient to meet the modest objectives set for it.

A third line along which some progress in the direction of recurrent education can be registered is that of educational leave of absence. In this matter, German employees have less formal rights than, for example, their French counterparts. But the recommendations that have been elaborated by a special Commission within the Council of Education take into account all the financial, professional, family and social constraints that face employees wanting to take leave of absence for study and would, if accepted and implemented, be a crucial and efficient part of a recurrent education policy.

The series of which this report forms part includes reports on New York State, Norway, Sweden and Yugoslavia.

INTRODUCTION

When discussing recurrent education in the Federal Republic of Germany it must be said at the start that the present educational system by no means accords with this concept. To be frank, there is not even a German equivalent of the term. However, in recent years, the notion of continued education or lifelong learning has gained weight - not only in public statements but also as an increasing influence on the reshaping of the educational system.

This paper is in two parts: the first describes the present position, the second outlines what is planned. The closing paragraphs take a longer-range look at possible futures. Each part starts with a broad conspectus and is followed by a short discussion of specific aspects, both organisational and financial.

1. ELEMENTS OF RECURRENT EDUCATION IN THE PRESENT EDUCATIONAL SYSTEM OF THE FEDERAL REPUBLIC OF GERMANY

1.1. Overview

A traditional characteristic of the West German educational system is its numerous vertically divided institutions, with poor flexibility and permeability between them - factors that have proved to be particularly disadvantageous to the children of the lower social classes. Moreover, the educational system seems no longer capable of meeting the demand for skilled people in the socio-economic sector. This divergence between the development of education and that of other socio-economic sectors is becoming increasingly apparent.

Realisation of the potential influence of education on the speed and shape of socio-economic development and the notion that learning should not stop as soon as people join the labour market have hitherto had little incidence on the structure of formal education. Instead, efforts have been concentrated on the addition of subsidiary institutions where employees can resume secondary education (2. Bildungsweg) and on additional succour for existing organisations of further education with a vocational or general adult mandate (Weiterbildung).

In the 2. Bildungsweg, the normal way of getting a secondary degree (Mittlere Reife or Abitur) was and is by evening courses (Abendrealschule, Abendgymnasium) (1). These use the curricula of normal secondary schools almost without alteration and take little account of the working experience or social background of the participants.

A better adaptation to the specific needs and interests of pupils with working experience has been made by the Berufsaufbauschule and the Fachschule. Both of these types of school have shown a very lively development since the end of World War II, although the enrolment ratio is still relatively low.

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(1) In 1969, the Abendrealschule had 8,398 students, the Abendgymnasium 9,361, the Gymnasium 1,340,254.

The Berufsaufbauschule provides evening courses for two years and full-time courses for the third year. They may be attended by young people who have had at least a year as apprentices or who have completed their apprenticeship already. The final examination gives the right to go to the full-time Fachschule and - under certain conditions - from there to university. The Fachschule - again under certain conditions - offers relatively good opportunities to qualified workers (Facharbeiter) to take up formalised learning and so upgrade their qualifications.

A few years ago, the Bavarian television, in cooperation with the Ministry of Education, started systematic courses (Telekolleg), using the curricula of the Berufsaufbauschule. The participants received carefully prepared written material for self-study and met a tutor in regional groups about once a month. The success of this multi-media experiment encouraged the television corporations of other Länder to adopt and adapt the programme (1).

Whereas the developments just described more or less follow the conventional educational system, some rearrangements in vocational education come closer to the concept of recurrent education. A form of capitalisable units may be seen in the development of the training of craftsmen and guild masters, where standardised courses for some professions have been worked out. Additionally, in some trades so-called education passports have been introduced where all successfully finished courses are certified.

In the field of further education the scene has become more confused than ever during the last few years by a variety of new institutions, above all privately run, joining up with those that have been longer established. There used to be an almost complete lack of co-ordination in this sector because it was felt that each institution should be of private concern to its users and managers. Nevertheless, within the sector, there are public as well as private institutions - for instance the people's high school (Volkshochschule) alongside the many further education activities of the trade unions, churches, private enterprise, chambers of industry and commerce and private establishments offering correspondence courses.

Since further education was regarded as a private affair, it followed naturally that courses should take place during leisure time. They extended into working hours in exceptional cases only. The attendance in full-time courses has increased greatly during the last two years, and this has been made feasible by new financial arrangements. These are described in more detail below (2).

The readiness to spend leisure time on further education was and often still is considered as a pre-test for adequate engagement in further education. It cannot be overlooked that further education during leisure time promotes efficiency and is therefore also in the entrepreneurial interest. Nevertheless, this condition contradicts the concept of equality, since the chances and motivation for participation during leisure time are not equally distributed through the social strata.

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(1) In 1967 approximately 14,000 people attended the courses and 4,000 took the first intermediate examination.
(2) See 1.3.

While all organisations of further education still insist on their autonomy, as already said, they have started to cooperate. Particular examples of this are:

- "Arbeit und Leben" as the offspring of cooperation between the Volkshochschule and the trade unions;

- cooperation between the Volkshochschule and the employers' organisations; and

- arrangements between the employers' associations and the churches.

Curiously enough, in some cases (e.g. churches or trade union council) it has been more difficult to co-ordinate different sections of the same organisation than to come to an arrangement with third parties.

Cooperation, besides being necessary, was facilitated by the fact that hardly any of the organisations concerned specialise in particular subjects or even in a defined spectrum of subjects. The principal reason for this is the dichotomy between general education on the one hand and vocational education on the other which traditionally has been one of the problematic features in the whole of German educational history (Bildung versus Ausbildung). In other words, no programmes offered are integrated. General and vocational subjects normally stand independently, regardless of the fact that vocational training necessarily has an impact on the social behaviour of the employee while general education cannot but influence his professional performance.

Of course, there are certain points of concentration in the programmes. Thus, the people's high schools (Volkshochschulen), for example, traditionally offer general education and only in the most recent past have shifted a bit to labour market qualifications.

The new certificates of the Volkshochschulen may, in fact, provide one element of recurrent education. The first certificates of this type were issued for the completion of courses in languages and mathematics. They certify a certain qualification at a standardised level. This is a first step in a direction of marked change in the Volkshochschule which, after years of reflection, has decided to become an efficiency-orientated institution. Nor is it generally known that the educational activities of the churches have a considerable vocational component, although religious and philosophical subjects are understandably dominant.

The trade unions concentrate on two objectives for which they make separate organisational provisions: the training of their functionaries is done in trade union schools or internships, while a special organisation called Berufsfortbildungswerk is charged with the vocational further education of employees (who are not necessarily members of a trade union).

A similar separation of functions is found when one looks at the programmes for further education offered by employers' federations on the one hand and by private enterprises or their associations on the other. As a rule, the employers' federations restrict themselves

to programmes which fit in with the present socio-economic state of affairs. Private firms, keeping their own interests in mind, offer courses that are primarily intended to improve the vocational qualifications of their employees. Depending on the far-sightedness of the entrepreneurs (and also on their assessment of the future market situation) the range of subjects may be very broad, comprising topics as, for instance, sensitivity training. The quantity as well as the quality of the programmes varies remarkably between different firms, or groups of firms, and between the different ranks of employees for whom they are intended. As a rule, the chances for further education are better the bigger the firm and the higher the grade of the employee.

A further feature in the situation is that unskilled workers, who were disadvantaged in their first phase of education, continue to be neglected when a second educational chance is given by organisations outside the formal system. This holds true even for the trade unions' programmes. Since all further education is voluntary, participation depends largely on personal motivation - and the subjects of the courses offer little attraction to people hardly able to identify, let alone communicate, their needs.

All these problems arising from the organisation and content of the programmes are further complicated by the various financial provisions. As the Abendrealschule, the Abendgymnasium and the Fachschule are integrated in the educational system, they are under the control of the Ministries of Education and - if they are public - are totally financed out of general tax revenues. In all cases they receive subsidies out of public funds. As a consequence, public responsibility has to be exercised and in this sector it is done in a twofold way: via the prescription and supervision of standards, and via the criteria for financial support.

In the field of further education, however, the situation is more complex as there is a variety of combinations of financial resources: private contributions, entrepreneurial funds and public funds. Here, the participants have to pay fees for most of the programmes but the function of these fees differs among the various organisations. Whereas in most cases, particularly in privately-run institutions, the aspect of cost-covering dominates, in some instances it is defended as an index of individual motivation. A recruitment policy based on such an index is as incompatible with the equality objectives as it is to raise as a precondition the willingness to spend leisure time on education.

Private enterprises can contribute to the cost of further education in two ways: by taking over the production loss and the wage payments during leave of absence, and/or by financing an educational institution or activity if and to the extent that its aims coincide with their own.

Public funds are directed into further education at various points and in different ways. Two-thirds of the people's high-schools' budget come from communal or state grants. As the christian churches can rely on a special tax (1), they are able to

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(1) Kirchensteuer, which is obligatory and collected by the public finance administration.

finance by far the greater part of their activities out of public funds. As a rule all organisations can get some reimbursement out of one or another of the public sources that exist almost uncoordinated side by side - for example :

- the German-French Youth Organisation;
- funds for political education;
- funds for the development of economically disadvantaged regions;
- funds for the promotion of trades and of small- and medium-sized industrial undertakings and commerce.

As a result of all this complexity the relative contributions of private, entrepreneurial and public funds cannot even be estimated. The accounting problem became even more knotty when the Labour Promotion Act (Arbeitsförderungsgesetz) was passed in 1969. According to this Act, which followed similar regulations dating back to 1966, the costs of vocational further education can be financed out of para-fiscal funds collected by the Federal Institution for Labour (1). Statistical data as to the recipients of the money are not detailed enough, however, to show who is profiting and to what extent.

But there is another factor that tends to diminish the relevance of such considerations as these. Empirical evidence shows that under the prevailing economic conditions the payer of a levy is not normally identical with the ultimate bearer of the burden. To be more explicit, it can be argued that in boom periods almost every firm has the possibility - and uses it - of including taxes and levies in the prices. The charge will eventually fall on the consumer irrespective of whether costs or profits are the basis of calculation for the tax or levy. If on the other hand the employees are taxed they too have a possibility of shifting the burden by wage negotiations, their chances being better the more the entrepreneurs are in need of qualified manpower. However, as the employers can be expected to increase their prices further, the employees in their capacity as consumers will carry the burden in the end.

If one accepts this reasoning, the often very rough dispute about who has to pay and in what form turns out to be highly superficial. From a purely economic point of view, the payer and the form of a tax or levy make hardly any difference. Another consequence can be drawn from this: the claim of the employers to an absolute say in matters of further education - under the pretence that they are its unique financers - proves to be unfounded.

1.2. Leave of absence for educational purposes (Bildungsurlaub)

The concept of paid or unpaid leave for employees to participate in educational courses can be regarded as one organisational provision towards realising recurrent education. However, the idea of lifelong learning that underlies the concept is inadequately met by any of the existing forms of education leave. In the Federal Republic of Germany today there is no legal entitlement to it, no

(1) For more detail, see 1.3.

no official scales nor, indeed, any clear understanding of lifelong learning, its content or what is necessary to implement it.

Provision for leave of absence for one or another form of recurrent education is only made by some odd legal regulations, tariff agreements and administrative decrees that apply solely to civil servants. The purpose these educational courses should serve is either defined generally as vocational further education or civics education or is not mentioned at all. This applies also to most tariff agreements. Thus, neither the content nor the standards of the educational programmes are defined.

Existing regulations concerning leave of absence for education are as follows: They do not, of course, give any indication of how such leave was actually granted or taken.

1.2.1. Legal provisions

(a) According to some Länder laws (Baden-Württemberg, Bremen, Hamburg, Hessen, Lower Saxony, Rhineland-Pfalz, Saarland), persons who hold posts of honour in youth welfare have the right to claim unpaid leave of absence for participation in further educational courses up to a maximum of twelve working days per calendar year.

(b) The Vocational Training Law of August 14, 1969, annulled a regulation specific to Berlin which granted leave of absence to trainees and minor employees for participation in recognised educational programmes. As a follow-up, a law for the "Promotion of Participation in Educational Programmes" was passed on July 9, 1970. Accordingly, all apprentices under 21 years of age and all gainfully employed under 18 are legally entitled to participate in political and social educational programmes or in courses to achieve a secondary degree (Realschulabschluss or Fachhochschul-or Hochschulreife). The leave should not exceed a maximum of ten working days per annum.

1.2.2. Tariff agreements

Approximately 2.6 million employees (12% of the total) are granted paid or unpaid leave of absence by tariff agreements in the Federal Republic of Germany (1). While 118 tariff agreements provide leave of absence, only 23 of them give the right to paid leave. The tariff agreements cover various branches of the economy although very few affect trades. Eighty-four of the 118 tariff agreements concern all employees, 34 certain groups only - notably shop stewards. Of the 84 tariff agreements, 19 grant two weeks while 26 provide leave of up to three weeks per year. There is a marked tendency in favour of trade union or vocational education, although many tariff agreements lack explicit definitions. Most

(1) This figure is taken from an evaluation of the tariff register (with the exception of business tariff agreements) made by the Federal Ministry of Labour and Social Affairs in Autumn 1969.

tariff agreements make the realisation of leave of absence subordinate to the needs of business and suggest it should be taken during the less busy periods.

1.2.3. Administrative regulations

According to decrees of the federal government, the Länder, and the local authorities respectively, paid leave of absence is to be granted to civil servants for the following purposes:

- scientific conferences, vocational training and research programmes
- recognised educational courses in civics subjects (politische Bildung)
- training in foreign languages and vocational training abroad, provided that it serves the interests of the administration.

In the latter case, leave of absence can be granted for up to three months, in the first two cases up to six working days per year - in exceptional cases up to twelve working days. For the military and active police officials in the frontier protection forces educational leave is provided for general vocational courses including civics education (politische Bildung).

As mentioned earlier, there are no data on the actual amount of leave taken in accordance with these provisions.

1.3. Provision of public funds

1.3.1. Labour Promotion Act

Attempts to reorganise the educational set-up all too often fail to recognise adequately the interdependence of curricular, organisational and financial factors. As a result, the outcome has often been sub-optimal and frequently contradicts professed political aims. One of the most prominent examples of this is the Labour Promotion Act passed in 1969. Although there are a host of arguments for the integration of vocational and non-vocational education, this law provides organisational and financial facilities exclusively for the vocational side. The declared aim is to prevent or to cure bottlenecks in the employment market by improving the vocational mobility of the labour force. To this end, two types of financial provision are introduced:

(1) In order to facilitate vocational adaptation and the upgrading of employees (or of people intending to re-enter the labour market, e.g. housewives) financial help is afforded to individuals.

(2) Institutions can also get financial subsidies to expand their capacity for further vocational education.

Experience in the past proved that the necessary vocational mobility of the labour force was inadequately provided for if vocational further education were financed solely out of private individual income or private business funds. To prevent economic stagnation public subsidies were therefore deemed necessary. As a consequence, part of the money paid by employers and employees to the Federal Institute of Labour as unemployment insurance contribution was earmarked for vocational further education (1). The legal basis for this arrangement is the Labour Promotion Act of 1969 which charges the Federal Institute of Labour with promoting vocational further education adequate in quantity and quality and offering financial assistance to participants. Correspondingly, all people contributing to these funds are legally entitled to receive individual subsidies for vocational further education if the following conditions are met:

- The intended educational activity must be appropriate to the present situation and probable development of the labour market. As officially interpreted, this means that the measure must result in secured or improved vocational mobility or in vocational upgrading.

- The participant must be adequately motivated and prepared, i.e. he must have finished basic vocational education or have a minimum of one year's job experience.

The maximum period for which individual subsidies are granted depends on the aim of the further vocational education, i.e. whether vocational upgrading or retraining is intended. As a rule, the courses must have a minimum duration of 50 hours to be recognised.

The amount of the subsidy differs between full-time courses and part-time programmes. Tuition fees, the cost of learning material, travelling expenses and supplementary expenditure for working dress, lodging and maintenance are reimbursed for all recognised courses. Subsistence allowances are paid to employees only if they participate in full-time courses or in courses that require at least one-third of normal weekly working hours.

Thus far, these regulations have indeed attained one of their objectives, which was to favour the attendance of full-time courses. Moreover, by guaranteeing subsistence during times of further vocational education, the law offers an alternative to the educational chances allotted in the industrial sector. From a short-term economic point of view, the outstanding consequence of these legal provisions is a marked increase in the demand for full-time courses and a corresponding withdrawal of employees from the labour market. As to social aspects, the prominent features of the new situation are that the employees have become less dependent on employers' arbitrary practices and policies, and that notably recruitment and wage policies have been challenged.

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(1) The reason for this financial arrangement lies in the fact that cost-sharing by the community could more easily be institutionalised by "insurance fees" than by a tax, although the contributions to this fund have lost their insurance character and show the same economic effects as a supplementary tax.

A negative side-effect of the Labour Promotion Act has been the almost uncontrollable upspring of profit-orientated organisations offering further vocational education which expect to be reimbursed by the new financial provisions. Not too seldom their fees were excessively high or were even increased after the law was passed. These abuses were facilitated by two facts:

- it was administratively impossible to determine whether the fees were reasonable or not.
- The participants believed in a positive correlation between price and quality and in any case had no incentive for a reappraisal because they did not have to foot the bill.

As a reaction to these undesired consequences, a new order on the reimbursing of fees was issued for 1972. Thereby, the Federal Institute for Labour will pay only 1.25 DM per hour per participant or, for highly capital-intensive courses, 1.72 DM. The participants will have to bear the remaining cost themselves. The reasons for this revision were given as follows:

- By contributing to the finance, participants could prove their motivation.
- Participants would induce the suppliers of further education to lower their fees.
- The selection and, as a consequence, reduction in the number of participants would reduce the charge on public funds.

As a matter of fact, this reduction in public subventions was also inspired by the employers' concern to keep the withdrawal of employees from the active labour force within certain limits.

A further consequence of the recent developments will be a reinforcement of the separation between vocational training and general further education, as vocational training only is financed under the Labour Promotion Act. This practical development goes against the principle of integrating vocational and general education which is highlighted in the present educational policy discussion.

The separation of vocational and general education is also perpetuated, if not enforced, by the criteria for institutional subventions under the Act because grants or subsidies are restricted only to institutions supplying vocational education and training. As a result, the regulations tend to be of primary advantage to such institutions and to the courses offered by firms, employers' federations, and chambers of industry and commerce complying with the indicated criteria. Probably these conditions meet the specific short-term demand of firms and employers more than the need to promote vocational mobility and the interests of the employees. In short, the financial regulations may be seen as having distorted the initial objectives of the Labour Promotion Act.

1.3.2. Länder laws on adult education

Further education being within the competence of the Länder, legislative regulation in this sector depends on the initiative of Länder parliaments. In North-Rhine Westphalia alone a law concerning the financing of adult education has been operative since 1953; corresponding acts were passed in three other Länder only as late as 1970.

All these acts have in common a concentration on the promotion of adult education through financial subsidies from public funds and the practical exclusion of general further education. The Federal Labour Promotion Act of 1969, which deals exclusively with vocational education, is taken as authority to perpetuate the separation of the general and vocational courses.

The various regulations differ principally in the extent to which the people's high schools (Volkshochschulen) are granted priority in the further education sector. An absolute priority is stated in the Hessen law where all other organisations providing adult education have to wait for a separate law. The North-Rhine Westphalia law results in practice in a moderate preference for the people's high schools. The laws of Lower Saxony and Saarland regard all organisations as equally entitled to public subsidies, provided their programmes come up to specified pedagogical standards.

The concept underlying the demand for equal financing of all institutions providing further education is that of pluralism. It is based on the belief that the organisational set-up is an unbiased reflection of the legitimate interest structure of society and that all interests are equally well articulated and represented. There is evidence that this optimistic picture is not realistic and that the provision of further education is biased towards the interests of industry.

According to the existing laws, public funds should be granted specifically to cover the costs of teaching staff and thus the fundamental importance of this factor in the quality of the programmes is recognised. A refunding of capital costs is possible in some cases only and with a bias in favour of the people's high schools. Other costs, such as maintenance, are subsidised to a varying degree in the different Länder (25 to 40 per cent). The Lower Saxonian peculiarity in providing full-cost subsidies for courses in civics education could counterbalance widespread tendencies to favour job-orientated education, although the labelling of courses raises some problems in this context.

The North-Rhine Westphalian provision to take over part of the institutions' deficit irrespective of educational standard and possible sub-optimal effectiveness offers in our view no adequate guarantee that only courses which are in the public interest are publicly financed. A more sound alternative would be to subsidise recognised programmes only and not institutions in general.

2. PLANS FOR THE RECONSTRUCTION OF THE EDUCATIONAL SYSTEM IN THE FEDERAL REPUBLIC OF GERMANY

2.1. Overview

Although at the present stage in educational planning in the Federal Republic of Germany the concept of recurrent education plays no active part, there are nevertheless elements and patterns that make it possible to cope with the topical problem of a highly industrialised and technologically advanced society and that eventually correspond to this concept.

In the Federal Republic understanding has gained ground (although perhaps later than in other industrialised countries) that a break with the institutional and pedagogical structures of present education is necessary if the stage is to be adequately prepared for social and technological change. An important part in this development was taken by the German Education Council, an advisory body to the Federal Government and the Länder Governments, in its "Strukturplan" covering the period up to 1980. This comprehensive work rearranged the principles and elements of the educational system and pointed out the objectives of equity and participation, the need for "learning of learning", "early learning" and "permanent learning". The Education Report (Bildungsbericht) of the social-liberal Federal Government accepts the principal arguments of the "Strukturplan" and is also more clear and detailed as to their implementation. But neither the Education Council nor the Federal Government had or have the means to put their objectives and plans into practice because the West German Federal Constitution leaves cultural and educational autonomy to the Länder. For this reason a joint commission of the Federal Government and the Länder was created and this translated the objectives and ideas of the Education Council into a "feasible" plan. Being the result of numerous compromises, this plan - as was to be expected - adopts less ambitious objectives and postpones full implementation from 1980 to 1985. It adheres less firmly to the central idea in the original proposal, i.e. that vertical discrimination at the secondary and tertiary level should be abolished in order to put an end to the inequality and inflexibility of the present system. Neither the idea of the comprehensive school nor of the comprehensive university was agreed to by the minority of the christian-democratic Länder governments.

As a result, the children in large parts of the Federal Republic will get - as hitherto - only four (or, if the pre-school year is included, five) years of comprehensive education before they are divided into three streams. Subsequently, they will get six years of compulsory education at different lower secondary schools. At the age of sixteen, about one-half of the age group is expected to leave full-time schooling and enter the labour market or vocational training in the industrial sector, combined with a part-time school (one day per week) until the age of eighteen. It can be foreseen that this part of the working population will not achieve the ability and motivation to return to the educational programmes as they will be provided according to the concept of recurrent education. As they predominantly belong to the lower social classes, their life chances depend mainly on compensatory and pre-primary education. According to the plan, education for the three- and four-year old children should, in the main, compensate for social

and individual disadvantages. For the five-year olds, however, no consequent compensation is intended except for a flexible transfer from the pre-school to the primary level. It must be doubted whether the primary school will get all children to the take-off point without which they would be unable to benefit from further education - especially because the German primary school, as compared to the secondary schools, will continue to be disadvantaged with respect to the teacher-pupil ratio (1), and hence cannot offer individualised instruction. For the lower secondary level, no compensatory provision is foreseen in the plan.

At the upper secondary and tertiary levels the prospects are somewhat better. Although there is no integration, a better tuning and gearing of the curricula at the upper secondary level is intended to avoid blind alleys. The inflexible class system is to be replaced by a differentiated system of courses. If, and to the extent that, the upper secondary sector is rearranged according to these principles the special institutions of "2. Bildungsweg" outlined above will disappear.

In the institutions of vocational education especially, development towards a system of capitalisable units resembling the concept of recurrent education is not improbable if the present plans could be altered somewhat. These plans provide a year of basic vocational training for those leaving school after the compulsory ten years. Depending on the differing attitudes of the Länder, this year will be either the tenth of the compulsory period or the first following it. According to the plan, this basic training year will replace the first year of the traditional three-year apprenticeship. If this principle is realised, one could imagine several possibilities of different combinations of periods of work and of learning or training, especially if vocational education could be interrupted or changed.

The principle of the so-called Stufenausbildung (module training), where several training units are based on a first year of broad vocational guidance, fits quite well into the concept of recurrent education. The schemes hitherto put into practice by some industrial companies, however, are rather the opposite of what is implied in the principle of the Stufenausbildung: the first year is concerned mainly with easy practical skills, instead of basic vocational education with a theoretical basis. Those apprentices who are to get two or three years of training are selected within the first three months; the rest, being unsponsored, are precluded from resuming formal education at a later point in their careers. Nevertheless, the Stufenausbildung is spreading. It is still an open question whether the recent but not yet published schemes worked out by the Federal Institute for Vocational Education Research will incline more to the initial idea or to the trend just described.

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(1) At present, class-sizes of up to fifty are no exception in the Federal Republic of Germany.

Another open question is the future of existing German school types like the Berufsaufbauschule and the Fachschule which correspond to the concept of recurrent education in that they prepare for further technical college or university education after a period of work. As they require an upper secondary degree of their entrants they belong to the tertiary or the adult education sector.

The universities and other institutions in the tertiary sector that are not yet integrated with the universities are also supposed to supply educational units for adults. According to the plan, the universities especially are to develop a permeable and graduated system of courses and degrees that are related to one another. However, the implementation of these plans may be regarded with some scepticism. Two years ago the universities were asked to develop "contact studies" (Kontaktstudium) for adults who want to return to education temporarily from their outside occupation. So far almost nothing appears to have been done to put this request into practice, nor has the proposal to rearrange university courses into a system of capitalisable units reached the stage of concrete planning.

In the field of adult education, only tentative steps are planned for further vocational training, retraining etc., as part of the further education system, although the original objectives were far-reaching. Unlike the "Strukturplan", the plan of the joint commission of the Federal Government and the Länder does not call for the integration of vocational and non-vocational further education. "Both sectors should be seen together" is the meagre postulate of the plan. The numerous suppliers of education in this field are requested to co-operate in co-ordinating their courses, while public support will be intensified.

Thus the initial idea to give the priority to public institutions has not prevailed. As a result, private firms, employers' federations, chambers of industry and commerce, guilds, trade unions, churches and other suppliers of further education can expect to get public subventions if they meet certain minimum standards - which are for the rest not yet clearly defined. The "classical" institution of adult education, the Volkshochschule, will get no priority.

The uniform distribution of public grants for all suppliers of further education corresponds to the ideology of pluralism, which - as mentioned above - is based on the assumption that all interests in society are organised and equally represented by the existing organisations. But as a matter of fact, the manifest or latent interests of the employees are not as strongly represented as the employers' interests in the curricula of further education. Although the programmes consist predominantly of industrial training and guild master courses, they convey to the participating employees social and political concepts and attitudes which are not unbiased. Moreover, job-related further training or education meets immediate needs of the employees and thus the employers' possibilities to influence the programmes are again reinforced.

The Volkshochschulen, at their recent congress, demanded to be declared a compulsory responsibility of their local authorities. In this condition they would have a good chance to gain priority in

the further education field. With their recently-started "certificate courses", the Volkshochschulen seem really to be on the way to recurrent education, whereas hitherto they have almost exclusively provided part-time courses and had no integrated vocational-general courses at all. Certificates in technical and commercial courses will be introduced, after those for languages and mathematics, which are already delivered. Further plans provide a combination of several certificates to a people's high school diploma. To avoid misunderstanding, one must point out that this should only be the very first step towards the radical changes that are necessary in the Volkshochschulen, which at present are by no means institutions catering specifically for the working people. On the contrary, the ratio of workers among the participants is extremely low. Moreover, the majority of the courses supplied have little in common with the concept of recurrent education and serve neither the objective of equality, of occupational flexibility or of integration of education with other fields of human activity.

Whether or not the Volkshochschulen will be given a privileged role, better cooperation and coordination between institutions in the further education field is anyway indispensable if recurrent education is to become a reality. Accordingly, the plan of the Joint Commission of the Federal Government and the Länder demands the provision of information about all further education courses and foresees subventions only for those institutions that coordinate their programmes. Such coordination will be the responsibility of the local authorities who, to that end, will organise standing conferences of all suppliers of further education, and this includes universities, Fachschulen, private enterprises, retraining centres, libraries and labour offices. Every half year or so, registers of all education courses on the local-regional level will be published.

Additionally, "contact offices for scientific further education" will be established in comprehensive universities or regions where universities and other tertiary institutions are still separated. The terms of reference of these contact offices are:

- responsibility for participants, teachers and accomodation for further education at the tertiary level
- cooperation with the other suppliers of further education in order to meet the demand for scientific further education
- the provision of special courses in particular institutions such as hospitals, research institutes, experimental schools etc.
- implementation of the concept of recurrent studies (Kontaktstudium) as mentioned above.

Among other organisational measures concerning the infrastructure of further education are:

- bodies to coordinate the organisations of supra-regional importance
- a standing commission for institutional subvention of further education

- a central institute for the promotion and documentation of curriculum research and development in the field of non-vocational further education.

As far as curricula are concerned, the plan provides for a system of capitalisable units. Each course should be related to and combinable with other courses. This principle applies especially to courses leading to secondary degrees or vocational certificates. Full-time and part-time educational units, multi-media units included, should be equivalent. The exchangeability of these educational units is to be guaranteed by minimum procedures as to standards and certificates, the certificates of all institutions being mutually accepted. The combination of several certificates should form a general degree, e.g. a diploma.

As to the implementation of these far-reaching objectives, the plan simply states the principle of cooperation between the central institute outlined above, the Federal Institute for Vocational Educational Research, the Federal Centre for Political Education and last but not least the Central Office for Curriculum-Research and Development.

In summary, one finds a lot of proposals and measures for cooperation and coordination, but hesitation to profoundly restructure the established institutions or to rearrange the structure and financing of further education on a scale and in a way equivalent to that of the future school system.

Equally modest - compared with the school system - are the quantitative targets for the further education sector. For 1985, the plan provides for about ¼ million further education places, whereas about 1 million places are needed just for one age-group of pupils in the compulsory schools. Until 1980, the additional need for teaching staff for the further education sector is put at less than 8,000 full-time and almost 20,000 part-time teachers, in comparison with about 300,000 for the school sector. The plan contains provisions neither for public financing nor the training of teachers in the further education sector. As a solution the commission again recommends the panacea of coordination (in this case coordination between Federal, Länder and local authorities).

A prerequisite for the success of all measures in the further education field is the improvement of information. Therefore, the commission is recommending a Federal law concerning the collection of statistical data as to organisations, courses, subjects, degrees, teachers, participants (age, formal education and profession) and finance.

As far as the financing of the educational system is concerned, there is no doubt that those sectors hitherto publicly financed will continue to be so. There is no serious discussion as to a shift from public to private financing. The real trouble spot is the raising of funds for the sectors that are not yet publicly-run, but are more or less grant-aided.

To investigate the problems of costs and financing of vocational training in the economic sector, an expert commission was recently appointed by the Federal Government. It is not improbable

that this commission will recommend a system resembling the English or the French where firms pay a percentage of the pay-roll. The funds so raised could be administered by bodies consisting of representatives of employers and employees as well as public education and labour authorities. Fruitful by-products of its work could be proposals as to the structure and quality of vocational training. Probably the traditional apprenticeship will be replaced by a "module system" consisting of a balanced combination of school education, off-the-job training and on-the-job training. A decisive precondition to shifting the decision-making on vocational training from individual firms to a supra-firm level is a collective financing system. The work of the expert commission could therefore be a crucial step on the way to recurrent education.

2.2. Leave of absence for educational purposes

In the Federal Republic of Germany the debate on the introduction of a legal right to paid educational leave of absence has intensified since 1966. The initiative started primarily with the trade-unions claim for paid leave, a claim that derives its justification from the need for formalised further education.

Initial steps in the implementation of demands for reform and expansion may be seen in the draft laws on educational leave of absence presented by the Social Democrats in Rhineland-Pfalz and Schleswig-Holstein. However, the bills are as restrictive as the regulation for Berlin, which provides leave of absence for young employees only. In the face of this, the actual political claims, especially of the trade-unions and political parties, demand a concrete further education chance for a larger number of employees. According to its social goal, educational leave of absence should start with those groups which are most educationally disadvantaged as a result of defects in both the primary and secondary socialisation processes and socio-structural conditions.

The hope is to promote motivation for further education, and thereby vocational and social mobility, as well as to enable the individual to judge and act more autonomously. In this, education during leave of absence would differ from the further education so far offered for the opportunity will no longer be limited to privileged social groups or exceptional individuals. The concept of leave for further education is operative only if, and to the extent that, it offers a variety of organisational and curricular structures that meet the different needs of the various social groups.

The present discussion on educational leave of absence concentrates on the following points:

- Which purposes should educational leave of absence serve in the future?
- To which groups should the various educational courses address themselves?
- Who should be the organisers?
- What length of leave of absence should be granted?
- How should financing be secured?

As to each of these issues, various propositions have been formulated by political parties, trade unions, associations and federations. The following is based on a working paper prepared by a study group of the German Council of Education. The paper starts from the assumption that all employees should be legally entitled to paid leave of absence in order to comply with the concept of life-long learning and taking into account the different educational needs of the various social groups. Moreover, it underlines the necessity to coordinate the organisational and curricular provisions of the various forms of recurrent education, since educational leave of absence is only one aspect of the possible implementation of recurrent education.

In educational and political terms, short-term leave of absence, as it is discussed in the paper, can be effective only if the curricula of further education are geared to the problem areas of the expected participants. The socio-structural areas that have to be considered are notably: conditions of work, family life and political organisation. Individuals differ not only as to their role situation, but also as to their chances to obtain adequate informal learning experience; it can therefore be presumed that also their educational needs differ. From the point of view of providing compensation, educational leave of absence has first of all to be given to those groups which are most in need of recurrent education, i.e. where the gap between role-expectations and informal learning chances is greatest. If this principle is accepted, the aims and content of the curricula have to be adapted to the social groups concerned. Furthermore, the content of the education provided is to be closely related to the criteria of recruitment policies. Only thus does educational leave of absence offer a chance to compensate for the educational defects which result from the traditional educational system.

Contrary to the present practice, leave of absence in line with the concept just outlined will not serve only the purpose of further vocational or civics education but will be geared to the concrete needs of the participants in their capacity of employees, members of families and citizens.

In order to be pedagogically effective, the programmes should consist of clearly-defined courses that are related to one another. Indispensable prerequisites are, moreover, adequate training of teachers and the development of appropriate teaching material. Public bodies should continue to offer recurrent education in co-operation with non-public organisers so as to maintain the pluralism of educational activities. Public responsibility for education involves setting adequate minimum standards which educational programmes have to meet if they are to give entitlement for leave of absence.

In view of the specific objectives of this concept of leave of absence, financing shall not be exclusively from either public funds or from private contributions. One of the possible alternatives is, notably, that organisations can dispose of public funds for the refinancing of their institutional costs and of the expenditure for teaching staff if - and to the extent that - they supply programmes that are pertinent to the concept of educational leave. The loss of wages by the participants is to be compensated out of a fund which is jointly financed by employers and employees.

The positive aspects of this proposition are:

- that it makes it possible to separate the collection and distribution of the financial means and to make each of them subject to different sets of criteria;

- that the decision-making process on the use that is made of leave of absence for education is no longer mingled with the problem of payment of wages. As far as financial provisions are acting as a steering mechanism this function is reserved to the public funds.

As the recommendations contained in the working paper of the study group of the Council of Education are the most detailed that are available, they will be the yardstick for all discussions on the implementation of leave of absence. It goes without saying that educational leave of absence can only be introduced gradually, for example be granted to a limited number of employees, for the simple reason that the existing capacity of the educational provisions is insufficient. Three criteria for designing the groups of beneficiaries are discussed:

- a fixed percentage of employees (5 per cent, 10 per cent or 15 per cent of all employees);

- former participation in further education during leisure time;

- educational and social aspects.

The fourth draft submitted by the joint commission of the Federal Government and the Länder provided that until 1985 leave of absence be granted for up to 15 per cent of all employees, leaving open, however, which employees should be the first ones to be granted the leave. Fixing a certain percentage in such an arbitrary way will inevitably have the result that predominantly well-motivated employees will materialise their chances, and would not thus fully contribute to the aim of bringing about and intensifying the motivation for learning by means of educational leave.

It is equally problematic to link educational leave of absence with certain preconditions (as demanded by the Volkshochschulen). Again, those will benefit who, due to their training as well as their professional and social position, associate further education with positive expectations based on their previous experience.

While the two criteria just mentioned would perpetuate the discrimination against those who are already socially and educationally disadvantaged, the third proposition is identical with that of the study group of the Council of Education. According to the compensatory aim, priority is given to those groups which need learning chances most urgently. They are granted leave of absence already in the initial phase.

2.3. Public funds

2.3.1. Reappraisal of the Labour Promotion Act

When the Labour Promotion Act was passed in 1969, Article 239 demanded that at the end of 1972 the Federal Government should report on experience with its financial provisions and propose amendments, if necessary, to cope with unforeseen negative side-effects.

As outlined above, the financial result so far has been a formidable escalation of expenses, especially for individual grants in aid. The first official reaction, consisting of an elevation of the levy rate from 1.3 per cent to 1.7 per cent and a restriction of the maximum amount to be reimbursed per participant and per hour, was not to question the provision as such. Similarly, the employers' federations agreed with the basic intentions of the Act, but they demanded a reduction in its range and financial means.

The trade unions, however, have demanded a splitting of the levy into one part destined for unemployment insurance and another to be earmarked as a "labour market contribution". The employers should pay for all employees, while civil servants and the self-employed should be financed from the collective financial system.

As far as information goes about the intentions of the Federal Government, it does not seem likely that any thorough-going amendments will be introduced. The most obvious reasons for this are a fear of unforeseeable financial consequences if something is altered, together with the fact that in the medium-range budget, there is no margin for such "experiments". Concerning alternative sources and means of finance, officials are waiting for the proposals of the expert commission on costs and financing of vocational education. The fact that the competence is with the Ministry of Labour may not be conducive to a serious attack on the problem of how to avoid perpetuating the segregation of vocational and general education by the new Act.

2.3.2. Bills of the Länder concerning adult education

As stated already (1), laws concerning the financing of adult education exist only in four Länder. In Berlin, Bremen and Hamburg the conviction prevails that this field is adequately covered by the Volkshochschulen which are subject to the school laws. In the remaining four Lämder there is quite a lot of interest in the future structure of adult education; and not only the Länder governments but organisations of adult education also have presented bills so as to stimulate public discussion.

The bill proposed by the association of adult education organisations in Rhineland-Pfalz favours the idea of pluralism (as do the Saarland and Lower Saxony laws). The proposals of the Schleswig-Holstein Ministry of Education gave priority to the Volkshochschulen, but they were withdrawn on the unanimous protest of all other organisations. The Bavarian bill for a Volkshochschule law and the Baden-Württemberg draft on the use of state funds for adult education both show a slight preference for the Volkshochschulen.

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(1) See 1.3.2.

By providing financial subsidies exclusively to non-vocational education, the draft laws of Rhineland-Pfalz, Schleswig-Holstein and Bavaria perpetuate the dichotomy between general and vocational education. According to the Baden-Württemberg draft already cited, all organisations offering further education are entitled to public subsidies irrespective of their programme. It must be stressed, however, that such a proposition does not really meet the concept of integration since the subjects are not intentionally treated.

3. POSSIBLE FUTURES OF THE EDUCATIONAL SYSTEM

As in most other countries, there is a lively discussion in Germany on the future functions, shape and performance of education. Two types of prognosis in this sphere can be distinguished. The first one sticks more or less to existing structures and restricts itself to extrapolations. Behind this is the assumption that the future is determined in the present, i.e. what will actually happen will be by evolutionary development.

Distinct from this, the second type of prognosis frees itself almost completely from existing constraints, being convinced that the larger the time-horizon the less present restrictions will be relevant. While we would favour this way of thinking more than the first, we would point to a negative fact that all too often holds true: when describing their visions, the authors do not care to state or discuss the special assumptions (e.g. concerning the development of other social subsystems) on which the realisation of their ideas relies.

As may be expected, thinking about possible futures becomes the more pragmatic the closer the "thinker" is to the decision-making process. Recent experience in the Federal Republic of Germany proves this thesis. The plan for the restructuring of the education system elaborated by the Council of Education and published in 1970 provided a number of thorough-going changes for the period up to 1980. The implementation of the most progressive of the alternatives offered (briefly alluded to above) would come relatively close to the concept of recurrent education. However, the compromises arrived at, and especially the minority votes of the Christian-Democrats in the joint Bund-Länder commission, would tend to perpetuate the traditional structures.

Looking further ahead, however, many ideas that by now seem utopian could be realistic. As education will probably have new and even more important functions, the possibilities for educational leave, to take one example, will be enormously enlarged. On these aspects F. Edding has just formulated some striking ideas.(1)

The organisational set-up too will undergo considerable change. Regional educational centres will serve as points of concentration for all educational activities on the secondary and further educational level, making use of multi-media facilities. In the tertiary

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(1) See: Edding, Friedrich, "Schule und Gesellschaft in der Sicht der Zukunftforschung" in:
Arbeitsgemeinschaft freier Schulen (ed). Öffentliche Verantwortung and freie Initiative, Stuttgart 1967, pages 42 - 55

sector, according to E. v. Weizsäcker (1), capitalisable units (Baukastensystem) will function and give rise to completely new educational careers. It should be clear that these organisational changes will be the outcome of a thorough reappraisal of curricula and of teacher training.

In the matter of financial provision in the future, alternative models to the existing regulations are already being discussed. The aim is to use financial mechanisms in such a way that the realisation of the fundamental political decision in favour of social equality is promoted or, at least, not hampered.

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(1) v. Weizsäcker, Ernst, "Entwurf einer Baukastengesamthochschule, Stuttgart, 1969

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TABLE 1: DATA ON KINDERGARTEN-ENROLMENT (1965, 1968, 1969)

	1965	1968	1969
1. Capacity	952,900	1,050,700	1,104,500
2. Children 3 - 5 years old	2,915,100	3,080,800	3,033,300
3. Relation 1 : 2	32.7	34.1	36.4

Source: Educational Report '70 of the Federal Government.

TABLE 2: ACTUAL AND PROSPECTIVE ENROLMENT RATIOS IN THE DIFFERENT SECTORS OF THE EDUCATIONAL SYSTEM (AS PERCENTAGES OF THE AGE-GROUP)

	1969/70 (1)	1975 (2)	1980 (2)	1985 (2)
Elementary sector	20	40	70	70
Pre-school year for the five-year olds	54	60	85	100
Primary sector	100	100	100	100
Lower secondary sector (excluding 10th year)	100	100	100	100
Upper secondary sector				
(a) Vocational education and training				
- part-time	57	51-49	46-43	39-37
- full-time	15	17	20-19	21
- basic vocational training for adolescents without lower secondary degrees	10	8	7-6	6-5
(b) Vocational education including admission to universities	4	7-9	9-12	14-15
(c) general education (preparing for universities)	14	17	18-20	20-22
Tertiary sector				
(a) three-year-studies	4	6	6-7	7-8
(b) teachers(3)	5	7	7-8	7-8
(c) four-year-studies	6	7	7-8	8

(1) Estimated

(2) Planned

(3) Duration of teacher studies not yet decided.

Source: Joint Educational Planning Commission of the Federal Government and the Länder.

TABLE 3: PARTICIPANTS IN PROGRAMMES OF FURTHER VOCATIONAL AND NON-VOCATIONAL EDUCATION

Institutions	Participants
1. People's high school (1970)	
- courses	~ 2,200,000
- single lectures	~ 3,700,000
2. Trade Union Council (DGB) (1970)	
- general education	~ 250,000
- vocational (Berufsfortbildungswerk)	~ 70,000
- Arbeit und Leben (in cooperation with the people's high school)	~ 200,000
3. Employees Union (DAG) (1970)	
- vocational education	~ 160,000
- general education	~ 250,000
4. Guilds (1969)	
- vocational education	~ 220,000
5. Chambers of trade and commerce	no statistics
6. Employers' federations	no statistics
7. Protestant adult education	
- family courses (1968)	~ 185,000
- academies (1970)	~ 170,000
8. Catholic adult education	no statistics
9. Correspondence courses (1970)	~ 250,000 (1)

(1) Estimated

Sources: Statistics of the organisations cited

TABLE 4: PARTICIPANTS GRANT-AIDED UNDER THE LABOUR PROMOTION ACT

(END 1970)

(a) Male

Courses organised by	Total Nos. absolute	%	Adaption	Of which upgrading	Retraining
Labour authorities					
- alone	209	0.3	76	133	-
- together with other organisations	819	1.0	259	560	-
Other organisations					
- total	81,203	98.7	65,916	11,568	3,719
of which					
- schools	39,233	47.7	36,224	3,009	-
- enterprises	10,961	13.3	945	6,297	3,719
- chambers of industry and commerce, guilds	13,014	15.8	12,383	631	-
- trade unions	9,403	11.4	8,888	515	-
- employers' federations	1,643	2.0	1,572	71	-
- welfare organisations	208	0.3	53	155	-
- others	6,741	8.2	5,851	890	-
Total	82,231	100.0	66,251	12,261	3,719

(b) Female

TABLE 4 (continued)

Courses organised by	Total Nos. absolute	%	Adaption	Of which upgrading	Retraining
Labour authorities					
- alone	196	1.2	73	123	-
- together with other organisations	154	0.9	30	124	-
Other organisations					
- total	16,551	97.9	10,183	4,430	1,938
of which					
- schools	10,139	60.0	7,255	2,884	-
- enterprises	2,451	14.5	145	368	1,938
- chambers of industry and commerce, guilds	316	1.9	296	20	-
- trade unions	2,062	12.2	1,375	687	-
- employers' federations	133	0.8	113	20	-
- welfare organisations	210	1.2	120	90	-
- others	1,240	7.3	879	361	-
Total	16,901	100.0	10,286	4,677	1,938

(c) Summarising data

TABLE 4(continued)

Type of vocational further education	Male absolute	%	Female absolute	%	Total absolute	Of which female
Adaption and upgrading	66,251	80.6	10,286	60.8	76,537	13.4
Retraining	12,261	14.9	4.677	27.7	16,938	27.6
Job introduction	3,719	4.5	1,630	11.5	5,657	34.3
Total	82,231	100.0	16,901	100.0	99,132	17.0

Source: Federal Institute for Labour

TABLE 5: SUBVENTIONS UNDER THE LABOUR PROMOTION ACT (1968-1970)

(a) Grant Aid to Individuals

Year	Total	Of which Subsistence funds		refinancing of other costs (mainly fees)	
		absolute	1968=100	absolute	1968=100
1968	116,503,000	32,313,000	100	84,190,000	100
1969	189,079,000	98,099,000	304	90,980,000	108
1970	572,379,000	370,887,000	1,148	201,492,000	239

(b) Subventions to organisations offering further vocational education

Receiver	1968	1969	1970
Employers' federations	2,110,799	6,904,578	14,389,619
of which			
- guilds	964,819	2,825,008	8,678,119
- chambers of industry and commerce	-	715,185	908,500
Trade unions	1,323,528	1,905,720	4,711,308
Welfare and clerical organisations	-	70,000	2,467,636
Administration and business academies	80,023	200,178	68,633
Others	1,100,117	10,497,785	17,529,472
Total	4,614,467	19,578,261	39,166,668

Source: Federal Institute for Labour

ANNEX

The "Arbeitsförderungsgesetz"

(Labour Promotion Act)

The Bundestag has passed the following Act with the assent of the Bundesrat:

Part One

Tasks

Section 1

The provisions of this Act are to be carried out in conformity with the social and economic policies of the Federal Government and in such a way that a high level of employment is achieved and maintained, the structure of employment is steadily improved and the growth of the economy is thereby encouraged.

Section 2

Action taken under this Act shall help to ensure that

1. neither unemployment nor underemployment nor a shortage of manpower occurs or persists;

2. the occupational mobility of the working population is assured and improved;

3. unfavourable consequences for the workers which might arise from technological development or changes in the structure of the economy are avoided, offset or overcome;

4. the resettlement of physically, mentally or psychically handicapped persons is encouraged;

5. women who are hard to place under normal labour market conditions, because they are married or because they are or were for other reasons tied by household duties, are integrated into the labour force;

6. older and other workers who are hard to place under normal labour market conditions are found suitable employment;

7. the regional and sectoral structure of employment is improved.

Section 3

(1) The tasks assigned by this Act shall be carried out within the framework of the social and economic policies of the Federal Institute for Labour (hereinafter referred to as the Federal Institute).

(2) The functions of the Federal Institute shall comprise

1. vocational counselling;

2. job placement;

3. the promotion of vocational training, to the extent that the Federal Institute is competent under this Act;

4. the industrial and vocational rehabilitation of disabled persons, to the extent that the Federal Institute is competent under this Act;

5. the allocation of grants for the creation and preservation of job opportunities;

6. the grant of unemployment pay.

The Federal Institute is also to carry out labour market and occupational research.

(3) The Federal Institute shall keep the public informed of the services and benefits available under this Act.

(4) The Federal Institute is to grant unemployment relief on behalf of the Federal Government.

(5) The Federal Government may, by Order, assign to the Federal Institute further duties connected with its functions under this Act.

Promotion of Vocational Training

I. General Provisions

Section 33

(1) The Federal Institute shall promote vocational training, further training and retraining as laid down under this sub-heading. In doing so it shall cooperate with those responsible for providing vocational training; the rights of the latter shall be unaffected by the provisions under this sub-heading.

(2) The Federal Institute may have vocational further training or retraining schemes carried out by other bodies, or carry them out jointly with other bodies or by itself.

Section 34

The aid given to encourage participation in vocational training schemes under this sub-heading shall apply to schemes providing whole-day instruction (full-time instruction) on-the-job training (part-time instruction), and instruction by correspondence or other media. It shall be given on condition that the duration of the scheme, its curriculum and teaching methods, and the qualifications and experience of the management and teaching staff promise successful results.

Section 35

The Federal Institute may set up an advisory council on vocational training by correspondence courses or other media, to which representatives of the employers, employees and other industrial interests concerned with vocational training would belong. It will be the duty of such an advisory council, when requested by the Federal Institute, to report on whether particular training courses by correspondence or other media are eligible for promotional aid under this sub-heading.

Section 36

Grants towards the vocational training of individuals may only be awarded if the applicant is suitable and it appears from the state and trend of the labour market and the vocational inclination of the applicant that a grant would be appropriate.

Section 37

Grants towards the vocational training of individuals (Sections 40 to 49) may only be awarded in so far as there are no other official bodies legally obliged to award them. The ranking of welfare payments under Section 2(2) of the Bundessozialhilfegesetz (Federal Social Welfare Act) remains unaffected.

Section 38

(1) For so long as, and to the extent that, an official body does not grant the aid which it is legally obliged to grant (Section 37), the Federal Institute shall grant aid under Sections 40 to 49 as if the liability of such official body did not exist.

(2) The Employment Exchange shall immediately notify the other body responsible for giving aid that aid under Sections 40 to 49 has been granted. This notification shall have the effect of transferring to the Federal Institute the claim on such other body, to the extent that a claim arises from the grant of aid under Sections 40 to 49. Such transfer shall not be debarred on the grounds that the claim cannot be transferred, pledged or attached. If the claim is in respect of aid other than a money payment, it becomes, on being transferred to the Federal Institute, a claim for a sum equivalent to the monetary value of the aid which the other body was liable to grant.

Section 39

The Federal Institute shall issue detailed instructions concerning the conditions, type and extent of aid for promoting vocational training under this sub-heading. The following factors are to be taken into account:

1. in the case of aid to individuals, the personal circumstances of the applicants and the objectives which they wish to attain through vocational training, as well as the purpose of the aid and the state and trend of the labour market;

2. in the case of aid to institutions, the types of schemes which they are to run and the vocational training aims which the trainees as a whole pursue.

II. Promotion of Vocational Training for Individuals

A. Vocational Training

Section 40

(1) The Federal Institute shall award grants and loans to young persons and adults for suitable vocational training in enterprises, or in training centres serving two or more enterprises, and for attendance at basic or advanced training courses and at other vocational training facilities, in so far as they are unable to afford the expenditure themselves and the parties financially responsible for them cannot normally be asked to pay.

(2) Payments under Sub-Section 1 shall be made to German citizens in accordance with Article 116 of the Basic Law. They shall also be made to foreigners within the meaning of the Gesetz über die Rechtsstellung heimatloser Ausländer im Bundesgebiet (Act on the Legal Status of Stateless Persons in the Federal Republic), of 25th April, 1951 (Bundesgesetzblatt I, page 269), and to foreigners who are recognised as entitled to the right of asylum under Section 28 of the Ausländergesetz (Status of Foreigners Act) of 28th April, 1965 (Bundesgesetzblatt I, page 353) and have their normal place of residence within the territory to which this Act applies. Payments under Sub-Section 1 shall also be made in so far as they are required under the rules and regulations of the European Communities.

(3) To the extent that and so long as an applicant is not receiving the subsistence payments to which he is entitled, the Federal Institute may assist him under Sub-Section 1 without taking such subsistence payments into account. Sentences 1 to 3 of Section 38 (2) shall apply where appropriate.

B. Vocational Further Training

Section 41

(1) The Federal Institute shall promote participation in schemes whose object is to determine, consolidate or improve vocational qualifications and skills, or to adapt people to technological development, or to enable them to obtain a better job, and which require participants to have completed a course of vocational training or to possess suitable vocational experience (vocational further training).

(2) As a rule, aid shall only be given for vocational further training when the courses do not exceed two years in length, but this time limit does not apply to schemes providing on-the-job training.

Section 42

Aid shall be given to those persons who have been engaged in an occupation obliging them to pay contributions to the Federal Institute, or who wish to take up such an occupation, and whose abilities and work record give reason to believe that they would benefit from further training.

Section 43

(1) Aid shall be given for attendance at further training courses whose main objectives are:

1. job advancement
2. the matching of knowledge and skills with job requirements
3. to enable women seeking work to find or resume employment
4. to enable people without a diploma to obtain one
5. the training and further training of vocational instructors
6. the resettlement of older persons seeking work.

(2) Aid shall only be given for attendance at courses designed to serve the aims of a single enterprise or group of enterprises if there is some special manpower policy reason for giving it.

Section 44

(1) Participants in vocational further training schemes providing whole-day instruction (full-time instruction) shall be granted a subsistence allowance. Participants in schemes providing on-the-job training shall be granted subsistence allowance if they thereby lose at least one-third of the hours per week normally worked in their firm.

(2) The subsistence allowance shall consist of a basic allowance and family supplements. The basic allowance shall vary with the earnings of the employee as laid down in the Table annexed to this Act, and the family supplement shall amount to DM 14.40 per week. Section 112, Sub-Sections 2 to 6, Section 113, Sub-Sections 1 and 2, and Section 114 apply where appropriate.

(3) If a subsistence allowance cannot be calculated under Section 112, Sub-Sections 2 to 6, it shall be calculated as though it fell under Section 112 (7).

(4) Income which the recipient of a subsistence allowance earns from employment or self-employment shall be offset against his subsistence allowance in so far as, after deduction of taxes, social security contributions, contributions to the Federal Institute and advertising expenses, it exceeds fifty German Marks per week.

(5) If a trainee becomes unemployed within the first six months after completing a training course, he shall be granted subsistence allowance for the first seventy-eight days of his unemployment, or, if the course lasted at least one year, for the first one hundred and fifty-six days. In this case the subsistence allowance shall be fifteen per cent lower than the figure indicated in Sub-Section 2.

(6) Should the recipient of a subsistence allowance withdraw from a training course without good reason before it has finished, the Federal Institute may require him to refund the subsistence allowance he has received to the extent to which he would not have been entitled either to unemployment pay or to unemployment relief for the same period.

(7) The provisions of Part Four on unemployment pay apply where appropriate to the extent that the special requirements governing subsistence allowance do not conflict with them.

Section 45

The Federal Institute shall meet, in full or in part, the necessary expenditure arising directly from further training schemes, including the cost of training courses, the cost of teaching materials, travelling expenses, the cost of working clothes, sickness and accident insurance, and also board and lodging if attendance at courses involves living away from home.

Section 46

If the requirements of Sections 41 to 43 are not met, the Federal Office can grant loans for vocational further training, provided that the state and trend of the labour market warrant such aid.

C. Vocational Retraining

Section 47

(1) The Federal Institute shall assist those seeking work to take part in schemes whose object is to enable them to transfer to another suitable occupation, so as to ensure or improve the occupational mobility of labour (vocational retraining). Section 43 (2) and Sections 44 and 45 shall apply where appropriate.

(2) Payments under Sub-Section 1 shall not be made to the extent that the employer makes similar payments or may be expected to make them.

(3) If retraining can prevent employed persons who are seeking work from becoming unemployed, steps to retrain them are to be taken as early as possible. As a rule, aid shall only be given for attendance at retraining courses if they do not last longer than two years.

Section 48

The Federal Institute may grant loans to finance vocational retraining for suitable persons who have no claim to assistance under Section 47, Sub-Sections 1 and 3, if the state and trend of the labour market make it desirable to do so.

Section 49

(1) The Federal Institute may subsidise employers in respect of employees who can only become fully efficient after a settling-in period (settling-in grants). Section 47 (2) shall apply where appropriate.

(2) A settling-in grant shall not be paid for longer than one year. The amount paid for the whole of the settling-in period may not exceed sixty per cent of the standard remuneration, or, in so far as there is no standard remuneration, sixty per cent of the normal remuneration paid locally for the job.

III. Institutional Promotion of Vocational Training

Section 50

(1) The Federal Institute may grant loans and subsidies for the construction, extension and equipment of facilities, including training workshops serving two or more enterprises, for providing vocational training, further training or retraining within the meaning of this sub-heading. In specially deserving cases, aid may exceptionally be given for the maintenance of such facilities.

(2) The Federal Institute may only assist a training establishment

1. if the persons responsible for it meet a fair share of the cost themselves;

2. to the extent that the persons responsible, or any other persons, are not legally obliged to meet the cost; this does not apply to persons responsible for welfare assistance.

(3) Subsidies are only to be granted to the extent that the purpose of such assistance cannot be achieved by means of loans.

(4) The Federal Institute may make the grant of loans or subsidies conditional on its right to operate its own training schemes in an establishment or to have them operated by other parties.

(5) Anyone planning to set up an establishment of the type described in Sub-Section 1, which is to be given assistance under Sections 50 to 52, and 55, must report the fact without delay to the competent "Land" Labour Office. If the report is not made in good time, assistance may be refused.

Section 51

A training facility may not be given assistance if it serves to provide vocational training in vocational schools, or if it is run mainly in the interests of an enterprise or group of enterprises, or for profit; but such a facility may exceptionally be given assistance if training schemes cannot be carried out in another way, or on a sufficient scale, or in time.

Section 52

(1) The Federal Institute shall set up facilities, including training workshops serving two or more enterprises, for schemes under Section 33 jointly with other sponsors or alone, if the need is urgent and suitable facilities are not available.

(2) The Federal Institute, acting alone or jointly with other sponsors, may set up facilities for schemes under Section 33 to serve as models for facilities to be set up by other parties.